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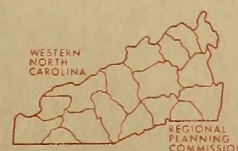
# LAND USE SURVEY

AND

# LAND DEVELOPMENT PLAN



## WAYNESVILLE , NORTH CAROLINA





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PREPARED FOR:

TOWN OF WAYNESVILLE, NORTH CAROLINA

Henry G. Clayton, Jr., Mayor  
G. C. Ferguson, Town Manager

BOARD OF ALDERMEN

James R. Parton  
S. Henry Miller  
Douglas T. Worsham

PREPARED BY:

WAYNESVILLE PLANNING BOARD

Richard L. Bradley, Chairman  
Zeb W. Curtis, Vice-Chairman  
Kenneth D. Fry, Secretary  
Homer Justice  
D. R. Noland

Extraterritorial Members

Ed Williams  
Ralph Phillips  
Harry Hyatt  
Charles Howell  
Dr. Eugene Harpe

TECHNICAL ASSISTANCE FROM:

WESTERN NORTH CAROLINA  
REGIONAL PLANNING COMMISSION

Robert D. Barbour, Planning Director  
Gary M. Cooper, Asst. Planning Director

Project Staff

Charles M. Sioussat, Community Planner  
Jackie P. Skipper, Planning Technician  
Richard Blair, Draftsman  
Cecile Johnson, Secretary

June, 1964







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## FORWARD

The Town of Waynesville has shown its interest and concern for the future development of the Town to the extent that the Board of Aldermen have contracted with the Western North Carolina Regional Planning Commission for the performance of certain studies. It is difficult to determine just what motivated the aldermen to make this contract. Perhaps it was an ever increasing number of problems concerning present development. Perhaps it was realization that the Town as it developed in the past could have been a far better Town in which to live had there been an overall plan for development with adequate controls to guide growth. Perhaps the aldermen were motivated by the realization that the Town had set forth on the sea of the future, not knowing where it was going nor with a chart showing how to get there.

### The Contract

The present contract between Waynesville and the Western North Carolina Regional Planning Commission calls for base maps, an economy and population study, survey of land uses, land use plan, a major thoroughfare plan, a community facilities plan, a housing survey, subdivision control ordinance, and a major revision of the zoning ordinance.

### Base Maps

Adequate base maps of the planning area are absolutely indispensable to the community planner. Some maps of the Town are in existence, but they are not the kind needed for planning work. The existing maps are either outdated or are engineering maps showing water and sewer lines or topography. While these engineering maps are valuable in their own right, new maps had to be made as a basic tool for the general and





specific planning studies. The new map shows all the area within the Town limits and the area within the statutory planning area of one-mile beyond the corporate limits. This map was drawn from controlled aerial photographs which were flown within the last twelve months.

### Population and Economy Study

The population and economy report is the foundation of all planning work. It is only through the reasonable projection of the population and economy that planning can be realistic and effective. To plan for too great or too small a population is wasteful, thus defeating the purpose of planning. For example, if a population of 25,000 were projected and planned for in Waynesville by the year 1985, great sums of both public and private funds would be expended in order to meet the needs of this population. If public and private interests relied on such a projection, but the population only reached 10,000, the Town of Waynesville would be bankrupt.

On what, then, does population growth depend? Simply, the other part of this report, the economy of Waynesville. If the economy is dynamic and always expanding, there constantly will be jobs to absorb those entering the labor market and jobs to attract persons to work and live in the Town. The investigation of the economy is a complex and most vital study. In the economic study, the Town is analyzed as an entity, as well as a part of the larger regional, state, and national economic communities.

### Land Use Survey

The survey of land uses classifies every piece of real estate within the Town and its planning area as to primary use. Major use classifications are the following:





single-family residential, multi-family residential, commercial, industrial, public and semi-public. This gives the Planning Board information not only on how the land is used but also the distribution of the use of land.

### Land Use Plan

The information gathered in the land use survey is evaluated in view of the population and economy report to produce the future land use plan. This plan shows the desired usage of the Town's land and the arrangement that the uses should assume within the twenty to twenty-five year planning period.

### Subdivision Control Ordinance

This Town ordinance establishes procedures and standards for the development, subdivision, surveying and platting of real estate; and it requires the installation of certain improvements in addition to other things. The ordinance insures that all future development within the planning area will be uniform in that the subdivisions are provided with adequate utilities, proper street widths, lots that are of a size that allow healthful living, and other items. By setting these minimum standards for development, the Town protects itself from having to make unnecessary and expensive repairs within a short period of time. This development control is extended to the whole planning area in order that the physical condition of development surrounding the Town will be in harmony with Waynesville. Subdivision control is not retroactive. That is, it has no effect on existing development except that when the Town makes repairs, these standards should be adhered to. The subdivision control ordinance is a very important tool in effectuating the land use plan.





## Zoning Ordinance

The zoning ordinance in effect at present in Waynesville will require a major revision upon the completion of the future land use plan. The purpose of the zoning ordinance is to provide the legal tool by which the land use plan is effectuated. By zoning, the Town is divided into districts within which the use of buildings and land, bulk and height of structures, the size of yards, and population density, among other items, are regulated. Not only does zoning aid in bringing about the future land use plan but also is instrumental in stabilizing property values and giving assurance to property owners that the character of development will be maintained.

## Housing Survey

The housing survey for Waynesville classifies dwellings as to their physical condition. The classifications are as follows: standard, deteriorating, and substandard. Standard houses are in need of no repairs which would be visible from the exterior. These houses will remain substantial housing units for many years. Housing in need of any repairs regardless of the extent were classed as deteriorating. Unless these units receive attention they will become substandard. Houses which were classed as substandard have deteriorated to the extent that extensive major repairs are needed or the cost of repairs compared to the cost of the units would not justify salvaging them. Thus study was undertaken in order to give local officials an indication of the extent of blight in the Town.

This is only the beginning, for to realize full benefits from long range planning, the planning program must be devised on a continuing basis. As study progresses under the present program, problems will be discovered which require closer





scrutiny. In addition, a plan once made is not completed. Constant review of the elements of the comprehensive plan is necessary in order to adjust to ever-changing circumstances. Fortified by the recommendations of the Planning Board, the Town Board will be better equipped to make the decisions which will lead Waynesville into the future.





## RECOMMENDATIONS

### POPULATION AND ECONOMY

Industry	Be alert to meet needs of industry, both those moving into the Town as well as those originating here. Provide protected area with adequate facilities. Conduct detailed survey of available sites.
Retail Trade	Detailed study of this part of Town in the form of a Central Commercial Core Study is the greatest need at this time. Will require active participation by both public agency and private individual.
Wholesale Trade	Organize the merchants to research the changes in this area of the economy. The research will offer a course of action to provide expansion of the wholesale business.
Tourism	Encourage large scale development in the immediate Waynesville area of tourist serving facilities. Take active role in development of tourist industry in all other areas of the county.
Education	Develop programs to improve the educational level and the training of the population. This item requires both public and private action.

### LAND USE PROBLEMS

Topography	Careful enforcement of the Subdivision Control Ordinance.
Richland Creek	Constant work with industry to reduce pollution factors. Proper maintenance of stream bed. Devise more adequate control of development in the flood plain.
Railroad	Restrict future grade crossings. Develop system of warning devices at major crossings.





Political Boundry	Establish a continuing program of education to bring about the realization that there is no logical reason for the separation of the two towns. Prompt merger of the towns is strongly recommended.
Scattering of Commercial Uses	Devise amortization program for removal of nonconforming uses, exercise of eminent domain in critical cases. Much can be accomplished by personal encouragement.
Street Design	More detailed study to determine exact location of the specific problems. Some treatment would be as follows: street abandonment; opening new streets; paving or adding curb, gutter or sidewalks; deliberate changes in street pattern.
Park Distribution	Activate a municipal recreation program headed by a competent director. See the more detailed presentation in the "Community Facilities Plan for Waynesville, North Carolina."
Industrial Expansion	After study of various conditions, zone in a protective manner ample amounts of land exclusively for industrial use.
THOROUGHFARES	Plan is being reviewed by State Highway Commission. Activate a program in conjunction with them for the construction of new roads or the improvement of existing ones.
HOUSING	Thorough study to determine the need for low rent government assisted housing. Public agency to work with private industry to devise ways to cut construction costs but not at the sacrifice of quality. Cooperative work also needed to provide a full housing market.





## INTRODUCTION

The Town of Waynesville has survived for well over 100 years without the benefit of community planning. Evidence of this can be found in any part of the Town. The Town has many dead-end streets; most streets are too narrow for their present use and they do not serve their proper function; the primary business district is bisected by a major national highway; and the business core lacks the strength that it might have, had development been better supervised. Industrial expansion land has been usurped for other uses, and structures are being used which are not fit for human habitation. This list could go on for several pages. Planning is far from a cure-all for any town; however, properly applied plans can go far towards improving the standards of living in Waynesville.





## LAND USE SURVEY

The land use survey is merely an inventory of how every parcel of real estate in the Town is used. Proper study of the existing land uses is necessary to determine the condition of the Town and how it got this way. Once this determination has been made, it is then possible to chart the future growth and make adjustments to bring about desirable change.

### Planning Units

There are two types of planning units which will be used in this report. These are the urban area, and the interior planning units.

Urban Area The planning area for the Town of Waynesville has been set forth in the general planning enabling act. This statute grants towns the size of Waynesville the power to conduct studies, devise and effectuate plans for an area one-mile beyond the corporate limits. This one-mile statutory planning area is shown on figure 1.

The primary purpose of the one-mile limit on planning is that this is generally the area expected to become urbanized within a reasonable length of time. Herein lies the problem with working with such a unit. In some sections of greater Waynesville, urbanization extends beyond the one-mile area already while other sections may well not become urbanized during the next fifty years. Unfortunately, the legislature allowed no latitude in this matter.

The planning area for Waynesville as used in this report includes the Towns of Waynesville and Hazelwood, and an area one-mile in all directions beyond the limits of these Towns.





Interior Planning Units Interior planning units are necessary in order to divide the Town into areas which can be easily analysed and understood. Generally, these units are bounded by a major thoroughfare. The exception to this is the central commercial core which comprises one unit in itself because of its complexity.

### Regional Setting

Waynesville is situated geographically near the center of the Western North Carolina Region. This Town is the largest urban center in the State west of Asheville. The Western North Carolina Region lies within the southern portion of a larger area known as Appalachia. Appalachia, the mountainous sections of several states, is characterized by general economic depression and population loss. One cause of this condition is the overall isolation of the area due to the poor transportation network. Concern for economic conditions of Appalachia has caused considerable study by the federal government as well as the administrations of the states involved. In recent years, planning activities for many segments of Appalachia have become more important. In 1957, the Western North Carolina Regional Planning Commission was formed to study the problems of the seventeen county region. Soon afterwards, the Town of Waynesville appointed a Zoning Board to cope with the problem of zoning the Town. Later, the Zoning Board expanded its work to the consideration of long range planning matters becoming the Planning Board. In April 1962, the present contract for technical planning assistance was signed.

### Locational Impact

Waynesville is one of the few Towns in the region which has shown an increase in population. The particular location of the Town is directly responsible for the growth. Waynesville's





prosperity is due to its being the following: (1) the county seat, a governmental focal point, (2) the largest urban center in the State west of Asheville, a trade center for both retail and wholesale goods and services for the western counties, (3) a vacation and resort area for the entire eastern portion of the country.

### Population & Economy

Waynesville has grown at the rate that it has grown and developed in the manner which it has developed because it had certain economic advantages or liabilities. It is the advantages which have stimulated expansion of the economy--the opening of new industrial plants or the establishment of new businesses--and resulted in population growth. The liabilities, some of which can be overcome by local action, have restricted economic development and thus slowed population growth.

The first published planning study for Haywood County, "The Economy of Haywood County", gives a detailed inventory and examination of Waynesville's past and present population and economic conditions. The discussion which follows is of present conditions and their effect on long range planning. An analysis of the demographic-economic complexion of Waynesville is necessary to attempt to devise plans which will capitalize on the community's strong points and eliminate its deficiencies.

### The Present Economy

An overall look at Waynesville's economy indicates that there is relatively good balance between manufacturing, trade, and services. Manufacturing is the most important segment of the economy at this time. Through the manufacture and export of goods outside of the Waynesville economic area,





money is imported into the Town. Such activities are called basic activities in economic analysis. The manufacturing segment of the economy includes the production of rubber products, paper products, leather products, house slippers, fabrics, wood furniture, mattresses and bed springs and dairy products. Most of these industries are basic in the Town's economy. That is, they are responsible for the importation of money into the Town in return for their goods. In spite of the fact that these industries have fared well in the national markets, most are of the slow growth or declining groups.

Trade, both retail and wholesale, makes up a sizable portion of the Town's economy. Since most of the trade is done within the Waynesville economic area, little can be classified as basic. Most of the money spent in trade comes from within the Town and is merely recirculated again. Waynesville is the dominant trade center in the State west of Asheville, its trade area extends for some distance beyond the county line to the west.

For Waynesville, wholesaling is a significant part of the economy. Wholesaling here should undergo a complete change in the next ten years. It is expected that there will be a decrease in wholesaling to the smaller grocery stores and businesses of that type as they give way to the larger more economic operations. If local businessmen are willing to make proper adjustments to supply other businesses, wholesaling will continue to experience healthy growth.

The third major segment of the Waynesville economy is that of services. Waynesville is the focal point for Haywood County in two major services. These are governmental services and health services. As the seat of county government, most county governmental functions are directed from the Town. There are not only city and county government units centered here but also locally serving branches of the state and national govern-





ments as well. Because Waynesville is the hub of government activity in the county, there are also located here offices of private individuals, for example, land surveyors and attorneys who provide services closely associated with government.

Waynesville, by virtue of the county hospital being located here, is the focal point for health activities in the county. Since this facility is located here, the Town is able to support several physicians who have specialized in various fields. The county health department is also located here.

Although these are the two more readily identifiable service groups, there are a number of persons who are employed in the tourist-serving business in Waynesville, Maggie, and Junaluska. There are also a large number of persons employed in the Town providing the every day services to the general public.

#### The Future Economy

No one can predict the future economy. A projection of past trends can be made, but this would be of questionable value. Factors which have produced today's economy are constantly changing and they will continue to change. The only honest prediction of the economy of Waynesville is that it will undergo changes. Some offhand observations of the Town's economic future can be made. Three such observations are as follows: there may well be a cutback in production at the leather products plant in view of competition from synthetic products. The wholesale business of the Town may experience growth if businessmen are alert to the changing emphasis in wholesaling; great increases in the tourist serving business may come about if road conditions are bettered and if business leadership is alert to the demands.

Barring a national disaster in which case every one would suffer, there is no reason why as a whole the economy of Waynesville should not continue to prosper and expand. The reasons





for this are as follows:

1. The national economy is growing at a good rate.
2. Better roads are making Waynesville and the region more accessible.
3. The proposed air strip for the county makes the area attractive to 20th century executives and industries.
4. Education programs to better meet the needs of the people are being instituted. (changing emphasis)
5. Better education facilities are being developed.
6. Tourism is gaining in importance and changing from seasonal to year-round.
7. As WNC experiences growth, the Town has potential of gaining importance as a retail center.
8. As the county seat, any growth in the county will be translated into greater governmental activity.
9. Proximity to the larger urban areas of Upper East Tennessee, Knoxville, Atlanta, Charlotte, and Asheville.
10. The Town is active in its concern for future growth, shown in the planning program.

Obviously, the price to be paid for growth and greater prosperity is not small. The general population of the county has indebted itself to provide better educational opportunities in the county. The citizens will soon be asked to do this again for the county air strip. The state will soon start construction on the by-pass route which will relieve traffic congestion on Waynesville's streets. Team work is needed. There is no room for selfish individuals who block the road of the future because of their hope for personal gain or because they are satisfied with Waynesville as it is.

#### The Present Population

As with other elements of the land use plan, the discussion of population must not be restricted to that population within the Waynesville Town limits. Rather, the popula-





tion of the entire Waynesville planning area must be studied. Difficulties arise immediately with such an analysis because census information is gathered only for the towns and township.

In order to arrive at a population estimate for greater Waynesville, the populations of the two Towns were added to give a total of 8,184 persons. A count was then made of houses within the one-mile area (838) and multiplied by the county average of persons per housing unit (3.5). Thus a 1960 population of 11,100 was arrived at for the Waynesville planning area.

Sheer numbers of people give very little insight into community life. A meaningful analysis of population must include education, income, and housing conditions. Since housing conditions will be discussed in a separate chapter of this report, no discussion will be presented here on that subject. The following presentation is limited to information available from census data for the Town of Waynesville only.

Education Of the adults 25 years old and over living in the Town of Waynesville,

- 10.8% have less than a 5th grade education,
- 43.7% have less than a 9th grade education,
- 59.7% have less than a high school education.

At the other end of the education scale,

- 10.9% have at least four years of college,
- 21.1% have some college,
- 40.3% have completed high school or attended college.

It can be seen from these figures that six adults of ten in Waynesville are probably under educated. Every effort must be made both by public and private groups to raise the educational level of persons in Waynesville.





The median educational attainment of adults in the Town is 10.2 years. This exceeds the median of the county, 9.0 years and the state, 8.0 years.

Income Within Waynesville, 28.7% of the families earn less than \$3,000 per year. Within this group, 7.7% earn less than \$1,000 per year, and 18.4% earn less than \$2,000 per year. These persons, with less than \$3,000 per year, earn only 8.1% of the Town's total income. The Council for Economic Development in a recent study of national incomes indicated that by present day standards in this country, the average family should receive \$4,000 a year in order to provide for the basic necessities of life. These necessities included adequate diet, clothing, decent housing, minimum medical care and recreation. The Governor of North Carolina in a report on poverty in this state considered an average family income of less than \$3,000 as indicating near-poverty conditions. It can be stated then, that 28.7% of the families in Waynesville live in near-poverty conditions.

Incomes in the middle group of \$3,000 to \$7,999 per year per family are more evenly distributed. Fifty-five and seven tenths of the families earn 50.3% of the Town's income. However, the families with incomes over \$8,000 per year are 15.6% of the families and they earn 41.6% of the Town's income. The median income in 1960 was \$4,410.

These income figures show great improvement over those of the 1950 census when 67.8% of the families earned less than \$3,000 per year, and the median income was \$2,083. In spite of the increase during that ten year period, there are still families in Waynesville who are unable financially to provide themselves with the basic necessities of life. In one way or another, these persons will remain a burden upon the Town of Waynesville until they are so trained that they can earn an adequate livelihood.





### The Future Population

Population, like the economy, is impossible to predict. Projections of past population trends can be made. A projection of 7,492 persons was made for Waynesville by the year 1980 in "The Economy of Haywood County." However, the opening of a manufacturing plant or a substantial cutback in employment of an existing plant would void such a projection. Efforts must be made by the Planning Board to continually review conditions of the Town to anticipate changes in the Town's economy and population. Revision of this and other plans should be made in light of their findings.

If the economy expands as anticipated, it is certain that the educational level of the populace will increase. The under-educated of today's population will either receive training to qualify for better jobs or they will leave town in search of employment. As new businesses locate in the Town, and requirements for jobs increase, better distribution of income will probably follow.

### How Waynesville Has Developed In The Past

A brief look at how Waynesville has developed in the past will serve to provide a deeper understanding of some of the Town's land use problems, identify possible problems which may arise in the future, and point generally the direction of future growth.

The Town of Waynesville has developed primarily as a strip along U. S. Routes 19 & 23. The major retail section of the Town is bisected by this route. Two other commercial areas have developed along the bisecting highway, one to the northeast and one to the southwest of the center of Town. The central commercial core fans over to the Depot Street area, a section of older retail stores but primarily the wholesale and warehouse district of the Town. While there





are frequent exceptions, the two commercial areas outside of the central commercial core are mainly businesses associated with serving the motoring public or they are strictly highway oriented concerns.

The industries of Waynesville are for the most part old development that located at their particular site because of the availability of land. Exceptions to this are to be found. The main producing section of the rubber products plant is located just to the south of the Town limits on Richland Creek. In this location, a supply of water for industrial use is available, as well as highway and rail access, and the plant avoids town taxation. Located to the north of the Town is the newer addition to the industrial family of Waynesville, the paper plant. This site was chosen and developed for another concern which never utilized the location. This plant also is beyond the taxing power of the Town.

The residential development generally radiates back from the business district on all sides, the major barrier to its extension being topography. Housing conditions throughout the Town are for the most part mixed. Substantial, and in many cases, expensive houses can be found in all parts of town as well as poorer, deteriorating and dilapidated houses. Although the variety of housing type choices available to the residents of an area is a function of the economy and population size of the Town, the number of choices available in Waynesville is similar to that of other towns of comparable size.

It is apparent from examining the map of the Town that very little forethought went into the development of the various segments of the Town. There is considerable use scattering which is uneconomical both to private enterprise and to the municipal government as well. Poor utilization





of the land and poor design standards are also very much in evidence. Be that as it is, the Town of Waynesville is very much developed and a very permanent thing, so, it is necessary to take the Town as it is and attempt to devise a system of plans to correct the mistakes of the past and project into the future a Town which will be better than the present Town.

### Problems of Land Utilization

It is one of the objectives of city planning to attack problems of poor land use, to make arrangements of uses so that the transfer of goods and people can be carried out with the least interference. In order to bring this about, it is first necessary to identify, isolate, and attack problems of land utilization. Waynesville's land use problems can be classified into three major groups as follows: physical problems, political problems, and developmental problems.

#### Physical Problems

The physical problems of Waynesville's land utilization can be categorized as being caused by the following: topography, Richland Creek, and the railroad.

Topographic Problems While the Town of Waynesville is not confronted with any extensive areas of severe topography, some small areas present problems. The more rugged topography is frequently reserved for residential development. In most cases, the more severe topography and the greater elevations are developed for the more expensive homes. This is the rule in many areas of Waynesville; however, the treatment of the topography to render it developable leaves much to be desired. From the lack of design standards set forth in a subdivision control ordinance, many of the hillside developments are physically undesirable. This is one area in which subdivision controls have been greatly needed in Waynesville. By requiring





certain design standards for residential development the subdivision control ordinance insures that future development will be of a better quality than that of the past. Once again, there are no substantial areas of Waynesville that are rendered unuseable because of the topography. Intelligent consideration of physical conditions can produce very attractive development for the Town.

Richland Creek Richland Creek traverses the entire Waynesville area. Although bridged in a number of places, the creek still presents a barrier which must be overcome. One of the major problems caused by this creek is that it is necessary to develop a major thoroughfare on either side of the creek. These thoroughfares are Smathers Street and Dellwood Road to the west and Brown Avenue and Richland Street to the east of the creek. A second problem involving Richland Creek is the shallow depth of lots between the creek and parallel streets. This strip of land is in several places not of sufficient depth to develop for residential purposes. A third problem involving the creek is its aesthetic condition and state of pollution. When Richland Creek enters the Waynesville area, it is a very attractive rippling mountain creek; however, by the time it has traversed half of the Town, the creek has become an open industrial sewage ditch. Natural mountain waterways are an immeasurable resource and they should be preserved rather than polluted. The condition as it exists is deplorable and every effort should be made by the Town, state, and polluting industries to correct this condition immediately. With some little effort on behalf of the Town government, local industries, and the expression of civic pride on behalf of the citizens at large, the Town of Waynesville could realize full benefit from this and other streams.





Railroad Waynesville is also traversed by the railroad. The tracks present a very definite obstruction to the orderly development of the Town. Many areas along the railroad have been rendered useless because of the constricted amount of land between the tracks and parallel streets. Where the streets were in existence prior to the construction of the railroad, this was possibly unavoidable. However, where the streets were constructed after the tracks were laid, the wasted land between the street and tracks is the result of a lack of planning on behalf of the Town.

#### Political Problem

Waynesville has an unusual political problem causing difficulty with respect to the land use. Waynesville and Hazelwood are for land use purposes as well as for many other purposes, completely inseparable. There is absolutely no reason for the two Towns being independent political units. Strictly from the viewpoint of land use, the two Towns complement each other to a great extent. In one phase of land use, the Town may be lacking while in some other phase, there may be a surplus. In spite of the complementary relationship, there is much wasteful duplication of uses. To visualize the problem here, one need but see a map of one Town without the other. The most obvious solution to this problem is consolidation of the two political units into the one town which in actuality exists. In this way, both Towns could realize the full potential of their existence. However, on several occasions in the past, citizens of both Towns have defeated such a move. Consolidation is a move that will be made. The sooner it comes about, the better off the citizens of both Waynesville and Hazelwood will be.





## Developmental Problems

Developmental problems have arisen during the course of growth of the Town of Waynesville. The developmental problems concern the scattering of commercial land uses, poor street design, poor distribution of parks, and the usurpation of industrial land by residences. These are problems which can be partially corrected but by all means should not be repeated.

Scattering of Commercial Uses In addition to the Central Commercial Core, there are two other sizable commercial areas, one to the north and one to the south of Town. Both of these commercial developments leave much to be desired from the planning standpoint as well as from the consumer's standpoint.

There are also several other areas of spot commercial development. As the population of Waynesville increases, the smaller, isolated stores will find that their operations will become less and less economical and the businesses will eventually be relocated to a more prosperous larger commercial district or the store will be abandoned altogether.

Even within the Central Commercial Core, there is a scattering of uses. This does not mean that there is spot commercial development, but the arrangement of land uses is less than advantageous. By this it is meant that the main shopping area is punctuated with businesses that do not contribute to the retailing strength of the district. The most outstanding example of this is the bowling lanes on the main shopping street. Non-merchandising uses cause the same effect on the retailing ability of the areas as do vacant stores or parking lots. As a probably result of the mixing of uses, the retailing district is spread out over an inefficient area. Both conditions could be corrected if interest is shown in a re-evaluation of the central commercial core.





It is not the purpose of this study to give a detailed study of the central area, for this should be covered by a separate study, a Central Commercial Core Plan. Let it suffice to say here that the arrangement of business uses within the main business district could be made more effective to the betterment of all concerned.

Poor Street Design Poor street design is characteristic of older towns. This is only natural since the towns were primarily developed in horse and buggy days. Now that the streets are carrying traffic of an entirely different nature, the streets are inadequate. Usually the town becomes aware of the situation and attempts to correct it by ever increasing the standards to which the streets are built, and attempting to bring existing streets up to more modern standards. Nationally recognized and used minimum standards for street development are as follows:

<u>Type Street</u>	<u>Pavement</u>	<u>Right-of-Way</u>
Major	50 feet	80 feet
Collector	42 feet	60 feet
Minor	28 feet	50 feet

Some towns fall below these while many others exceed them. In Waynesville, the greatest street right-of-way is about 60 feet. This is the minimum set by the N. C. Department of Highways. Other streets range on downward in right-of-way widths to little more than one car widths.

In addition to the width standards of the streets being inadequate, the physical design or layout is poor. For several years now the curvilinear street pattern has been recognized by authorities on subdivision site planning as being far superior to the older grid pattern. The curvilinear design produces a more attractive residential development with less cost in street paving, less cost in utilities, more and better shaped





lots on the same amount of land, and produces a residential development in which streets serve their main function more easily, dangerous through traffic being held to a minimum. Very few areas of Waynesville have developed in this more modern street pattern and then only in small sections.

Subdivision regulations will correct these conditions in future development. Adequate standards for street development are set forth in this ordinance. The Planning Board in reviewing plans has the duty to encourage the developer to use only the most modern techniques to produce high quality development. After all, subdividing real estate is in fact town building. It is the subdivider and the Planning Board who must determine the physical layout of the Waynesville of the future.

With regard to the Town that has already developed, several remedial actions can help improve the out-dated areas of the Town. The most drastic and dramatic is urban renewal. Through urban renewal, blighted sections of the Town are purchased by an organ of the local government, cleared of the slum buildings and sold to private interests for redevelopment. This is a long and involved process and although expensive, money is available for this from the national government to help defray most of the cost. Less extensive methods of rehabilitating the Town are available, such as development and vigorous enforcement of a minimum housing code, adjustments in the street patterns, street widening, and a general upgrading of community facilities.

Poor Park Distribution Park and recreational needs for urban dwellers have been ever increasing in recent years. Meeting recreation needs of the populace is a challenging problem in the light of increasing incomes and shortening work hours and longer vacations. Meeting the long term vacation recreational needs of the people is not the responsibility of the town government; however, the Town can meet





the short term needs for the local people. Although the Town need not concern itself with providing vacation areas for the people of Waynesville, the Town is situated in an area in which vacationers from all over the nation are becoming interested.

The needs of urbanites for recreation become critical as the population increases. Although the Town has not reached the critical point as far as needing great amounts of open space and great outdoor recreation areas. No larger than Waynesville is, it has already fallen behind in the provision of public recreation areas. At this time, the Town maintains two areas of parks, one of which is undeveloped. The Chestnut Park Drive recreation area is developed to the extent of having picnic facilities and an open area for use as a ball field or other open uses. The other park, on East Street, is undeveloped and therefore cannot be considered as a recreation area. The acreage owned by the Town in these two areas is not known; however, it falls far short of the 63.5 acres needed by a town of the size of Waynesville. Another report, the Community Facilities Plan, will deal directly with park lands. This report will reflect the proposals of a more detailed study. The lack of public recreation areas is a land use problem.

Usurpation of Industrial Land With few exceptions, the land surrounding the Town's manufacturing development has experienced encroachment by residences. This usurpation of industrial land by dwellings has in most cases squelched any plans for expansion by these firms. It is possible that if a plant wished to expand, the expansion would go to an entirely new community which offered protected land rather than risk a repeat of its past experience in Waynesville. Industry and residences are poor neighbors, for both suffer when located too close to one another. Although modern





industrial location practices had not attained a very high degree of sophistication when most of Waynesville's plants located, better grouping and protection could have been provided for the plants. Here again, the Town is left with a clean up job. The problem facing the Planning Board is how to regulate sufficiently and fairly the manufacturing firms that exist and how best to make provision for other plants which may desire to locate here. This land use plan and the tools for carrying it out provide a first step in the solution of the problem.

#### Summary of Recommendations

The purpose of this report is to provide a summary of the findings and recommendations of the study. The study was conducted to determine the feasibility of a new industrial park in the town of Waynesville. The study found that the town has a need for a new industrial park and that the proposed site is suitable for the purpose. The study also found that the town has the resources to develop the park and that the park would be a benefit to the town. The study recommends that the town approve the proposed industrial park and that the town develop the park in accordance with the recommendations of the study.





## THOROUGHFARE PLAN

Once a land use plan is devised for a town it is then necessary to devise a network of roads to serve this land use arrangement, that is, to connect the residential sections of the town with the major traffic generators. In this way, ease of movement is accomplished from home to school, work, or shopping or between the residential sections or between any of the major generators of traffic. The thoroughfares of a town are not only for use by local traffic but special provision must be made for traffic which is not destined for the town. The nonlocal traffic which enters a town and usurps the use of streets causes extreme congestion and subsequent deterioration of the shopping districts and great danger in residential districts.

### Purpose of Thoroughfare Planning

It is the purpose of thoroughfare planning to develop a system of streets which can adequately handle all vehicular traffic in and around the town. In devising the plan it is necessary to identify the streets by their functional categories and to take all necessary measures to promote the proper use of the street system. Each street of the town has a function to serve in the overall thoroughfare plan. Some streets are needed to give access to business properties, others for access to residences. Other streets are designed to move various types of traffic. The ability of a street to work in a certain capacity is reduced if it must work overtime serving another function. By overworking the street, its efficiency is reduced with a resultant loss of convenience, time, and money to those persons using the street.





## Problem of Thoroughfare Planning

The most outstanding problem encountered when devising a street plan for a town is that the town has a well established street pattern. Few elements of the town are as permanent in nature as the streets. Most of the streets were developed in a different era, that of the horse drawn vehicle, not the automobile. Narrow widths were quite adequate then. The streets pointed straight towards the center of town. Most, if not all, of the traffic was local. With the coming of the automobile, the street needs of the town changed drastically but the old street patterns remain. Because of this, it is often more practical to propose that a new street be developed for use as a major thoroughfare rather than to attempt to improve an existing street. There are occasions, however, where there is no choice but to make do with an existing street.

## Objective of Thoroughfare Planning

It is the objective of thoroughfare planning to provide for the smooth flow of traffic around the Town and between residential neighborhoods and the primary traffic generators. In the Waynesville area, the primary generators are as follows: the central commercial core, and its fringe area of secondary commercial uses, the two shopping districts—one to the north and one to the south, the shopping district in Hazelwood, the manufacturing areas to the north and south of Town, and the one in Hazelwood, and the junior high school (presently WTHS). These areas either generate trips at peak hours as in the case of the industrial plants and school or at all hours of the day, as in the case of the shopping districts. Therefore, it is imperative that they be well connected with the residential neighborhood.





## Elements of Thoroughfare Plan

There are several elements of a thoroughfare system which, taken as a whole, each serving its function, go to make up the thoroughfare plan. These elements are by-pass route, major artery, collector, residential, and business streets, and parking.

### By-Pass Route

The by-pass route serves nonlocal traffic. Since most of the traffic entering a town the size of Waynesville is non-local in nature, the provision of a by-pass route around the Town will relieve considerably the traffic congestion within the Town. A route for the Waynesville by-pass has recently been established and construction of the road is underway at present.

### Major Arterial Streets

Major arterial streets, or major thoroughfares, are the prime movers of traffic. Ideally, the major arteries should not be used to provide access to any property. Access to the arterial streets should be limited to infrequent cross-streets. In actual practice, it is not possible to prohibit access to these streets in areas which are built up. However, where a new facility is being planned, the higher standards should be adhered to.

### Collector Streets

Collector streets traverse the residential neighborhoods and lead to the major arteries. The purpose of these streets is to lead traffic from the residential sections of town to the major arteries so that it can more easily reach its destination. The collector street, although located in the residential neighborhood, is also primarily for moving traffic and should not be used for direct property access.





Here again, this must be tempered by local development.

### Residential Streets

Residential streets are designed to provide access to residential properties. It is not their function to move traffic, except from the residences to a collector street. Through traffic which destroys the residential character of a neighborhood by increasing noise and danger, should be discouraged on residential streets. Newer residential development is designed so as to reduce efficiency of through traffic in residential sections. However, the older development which dominates in Waynesville is of the grid pattern. In this system, every street has the potential to develop as a thoroughfare. Minor changes can be effected though which will discourage through traffic and thus preserve the residential character of the area.

### Business Streets

Business streets provide access to property in business districts. Like residential streets, their purpose is not to move traffic. Through traffic in a business district is especially dangerous because of the large number of pedestrians here. Eventually through traffic will kill the business district because shoppers do not wish to compete with cars for survival.

### Parking

A thoroughfare system is incomplete without the provision for parking. The proper storage of cars is necessary if the thoroughfares are to function properly. Parking facilities are of two basic types, on-street and off-street.

On-Street Parking On-street parking reduces considerably the ability of a street to move traffic. Because of this, on-street parking should be limited to those streets which are





designed to provide access to properties.

Off-Street Parking Off-street parking requirements are to be found in most recent zoning ordinances. The specifications are that certain parking requirements shall be met by all residences, businesses and industries constructed after the adoption of the ordinance. Whether or not off-street parking is required of businesses in the central commercial core is a matter of local preference. Regardless of this, parking is the life line to this part of town. If parking is allowed on-street in this part of town, there is rarely enough curb space for all who wish to use it. A detailed analysis of the central commercial core would reveal what parking is needed and how best to provide it.

#### Design Standards

The design standards for the major thoroughfare plan of Waynesville are the same as set forth in the subdivision control ordinance recently passed by the Town Board. This ordinance regulates future development within the planning area but has no effect upon existing streets. Since the thoroughfares necessarily traverse older sections of town, the standards must be reduced in these areas. However, through the enforcement of this ordinance, the Town should be able to properly provide for the development of new thoroughfares. It must be remembered that the standards set forth in the subdivision control ordinance are minimum and that where necessary, the developer or the Town should increase this width to a more appropriate distance. The minimum standards for new construction or improving the street system should be as follows:





	Right of way Width	Pavement Width
By-pass	set by the State Highway Department	
Major Artery	80 feet	49 feet
Collector	60 feet	41 feet
Residential	40 feet	27 feet
Business	40 feet	27 feet





## LAND USE PLAN

It is the purpose of the land use plan and major thoroughfare plan to serve as a framework for the development of Waynesville over the next twenty years. The future land use plan is not to be confused with the zoning map of the Town. The plan shows the arrangement and amount of the various land uses that the Planning Board feels will be necessary over the planning period. In some cases, the character of existing development is entirely different from the planned use. The zoning map, on the other hand, indicates how the land can be used today. Zoning is the major legal tool available to the Planning Board in effectuating the land use plan. As the need arises and after study of the specific area, the Planning Board will recommend that the Town Board amend the zoning map to reflect the use pattern of the land use plan.

The land use plan is in no way static. The particular circumstances which were drawn upon to devise this plan are constantly changing. The watchword then is to be alert for changes which will alter the future outlook of the Town. Since there will be changes in conditions and since this is the Planning Board's first endeavor in the area of long range planning, the plan is by nature general. The greatest outcome of this study and the plan is that there is an indication for further study in several areas. These studies will be discussed in the last section of this report, A Continuing Planning Program. Armed with this report, the Town of Waynesville is now able to move into the future with a high degree of knowledge of what the Town will be like 20 years from now.

The land use plan and major thoroughfare plan attached with this report are for the most part self explanatory or have been explained elsewhere in the text. However, some





brief discussion must be presented of the principals behind the plan for fuller understanding. In designating on the plan areas for various uses, the Planning Board used two criteria of determination. These criteria are the character of present development and the potential for development as a specific use.

#### High Density Core

The Planning Board wishes to maintain and further develop a core of high density development at the center of Town. The commercial area to be efficient must be compact and easily accessible from all parts of town. Very close to the central commercial core are two areas for high density residential development. The close in location is best for this type of residential use.

#### Highway Service and Tourist Development

With the opening of the by-pass route for the Town, there will be great pressures to provide areas along Delwood Road for highway oriented businesses. The Planning Board well recognizes the need for this and has provided amply in the plan for this development. However, this development will be carefully controlled to provide for the safe flow of traffic along this road and to insure that the development that occurs will not prematurely deteriorate.

#### Industrial Expansion Land

By including the large amount of land shown on the plan for industrial purposes, the Planning Board is indicating that these are the best areas available at this time for industrial expansion. Frankly, it is not expected that the whole area will be developed for industry. However, these are the areas to which industrial growth should be channelled.





## Major Thoroughfares

With little knowledge of the Town of Waynesville one can readily see the need of the major thoroughfares which have been designated on existing rights-of-way. The two major thoroughfares to the east of Town requiring new rights-of-way are shown as a proposed alignment. Topography will dictate that adjustments must be made for these roads. They are long range proposals, to be built as the need arises. Admittedly, these roads may never be needed. However, to justify them, one need but visualize this part of Waynesville as fully developed. The Planning Board is here attempting to foresee and forestall any problem of traffic circulation in this area when it becomes developed. If the Town of Waynesville had provided a major thoroughfare plan twenty years ago, it would not be necessary today to attempt to make a street serve the two major functions of moving traffic and providing access to property. Also, the necessary right-of-way for the by-pass route would have been provided well in advance of the construction of the road and damage to homes would not have occurred.





## HOUSING SURVEY

Housing is often thought of as an individual responsibility. This is especially true in rural areas where population density is extremely low. However, where man has banded together in urban settlements, the provision of safe sanitary and adequate housing becomes the concern of the entire society. The community enters the area of housing in order to protect the health, safety, and general welfare of the whole community. The way in which one uses his property, that is, the physical condition of his house as well as the number of people living in it, affects far more people than just those living within. Society must therefore look to its own best interests to require that property receives adequate maintenance in order that surrounding property values will not be adversely affected, that undue danger from fire does not occur, and that by prohibiting overcrowding, health hazards are reduced.

### Scope

The housing survey as presented here is preliminary in that only census information and a field survey of exterior housing conditions were used to judge housing quality. Census information was available for the two towns only; the field survey covered the towns and planning area. This survey indicates that greater public action is demanded. An intensive housing survey should be conducted to properly classify each housing unit as to its physical condition, the heating, plumbing, and cooking facilities available, and the extent of crowding. This information would be used immediately for the development of a comprehensive housing program.





# HOUSING CONTROLS AND THEIR USE

CONTROL	DESCRIPTION	USE
Zoning	Assembled by Planning Board. Divides town into districts and regulates uniformly within each district, but regulations may vary from one district to another. Regulates use of property height and setback of buildings. Is prospective; that is, has no effect on development prior to its adoption.	Prevents overcrowding of land, unwise use mixing. Insures adequate community facilities such as water supply, sanitary and storm sewerage, schools, fire protection. Regulates density of population. Controls traffic congestion. Reduces fire hazard. Maintains property values.
Subdivision Control	Drafted by Planning Board. Requires review of all subdivisions of land by the Planning Board. Regulates design of streets, installation of utilities, reservations for parks, street right-of-way, school sites, etc. Prospective.	By establishing design standards, provision is made that new development will be of a certain quality and thus will not deteriorate prematurely because of inadequate streets, utilities and other public facilities.
Construction Codes (Building, plumbing, electrical, etc.)	Not devised by Planning Board. Regulate structural features of new construction. Prospective.	Provided minimum standards for construction, the installation of plumbing and electrical fixtures in order that individual structures will not deteriorate or otherwise produce a hazard to the community.
Minimum Housing Code	Planning Board can be instrumental in preparation. Deals with such things as floor area per person, light and ventilation, bath and toilet facilities, structural condition, safe and sanitary maintenance of building, kitchen facilities, and access to units. Retroactive. That is, effects all housing units in town regardless of date of construction.	Enforcement of this ordinance insures that only those units which are fit for human habitation are actually occupied.





## Housing Controls and Their Uses

There are two basic groups of regulations concerning housing. First are those regulating new development such as the zoning and subdivision control ordinance and the construction codes. Second is the minimum housing code which establishes standards for buildings to be occupied for human habitation. This code not only affects new construction but also units which are already occupied.

## Housing Conditions in the Waynesville Planning Area

Two measures of housing conditions in Waynesville were made. First is the 1960 U. S. Census of Housing. Second is from a recent field survey made of building conditions. Such a field survey is frequently called a "windshield survey" because conditions are rated from a moving car. By necessity, this survey was not comprehensive. Houses were rated as standard, deteriorating or substandard. Standard houses showed no evidence of deterioration from the outside. Houses classed as deteriorating were in need of repairs, regardless of how minor the repairs might be. The cost of repairs on a house in this group would be justified because of the basic soundness of the structure. Substandard housing units have deteriorated to the extent that repairs probably would not be justified, cost of repairs being in excess of building value. The public welfare demands that these units be removed in order to protect surrounding properties.

### HOUSING CONDITIONS - 1960 CENSUS OF HOUSING

<u>Housing Units</u>	<u>Waynesville</u>	<u>Hazelwood</u>	<u>Total</u>
Total	2179	576	2755
Occupied	1832 (84.1%)	538 (93.4%)	2370 (86%)
Available vacant	77 (3.5%)	15 (2.6%)	92 (3.3%)
Other	270 (12.4%)	23 (4.0%)	293 (10.6%)
	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>
Sound	1716 (78.7%)	454 (78.8%)	2170 (78.8%)
Deteriorating	312 (14.3%)	78 (13.5%)	390 (14.1%)
Dilapidated	151 (6.9%)	44 (7.6%)	195 (7.1%)
	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>





## HOUSING CONDITIONS - FIELD SURVEY

HOUSES	WAYNESVILLE	HAZELWOOD	PLANNING AREA	TOTAL
Standard	1072 (59.7%)	206 (38.6%)	463 (56.6%)	1741 (55%)
Deteriorat- ing	524 (29.2%)	283 (53.0%)	220 (26.9%)	1047 (33%)
Substandard	<u>199 (11.1%)</u>	<u>45 (8.9%)</u>	<u>135 (16.5%)</u>	<u>379 (12%)</u>
	1795 100.0%	534 100.0%	818 100.0%	3167 100%

There is a discrepancy between the two sets of figures because the field survey was a count of buildings whereas the census figures are for housing units.

### Housing Problems

Safe, sanitary, and adequate housing is the concern of everyone. Each person has a stake in housing. The tenant's interest is that he has housing which meets his particular need. The property owner's interest lies in preventing the blight which would unduly depreciate his property value. Therefore, it is fully within the public interest that problems of housing be identified and attacked. Housing problems in Waynesville center around the seasonal units, the unmet housing market, and substandard units.

### Seasonal Units

The Waynesville area is becoming a very important resort area. The number of summer homes, whether used for the entire season or just as week-end cottages will increase greatly in the next decade. It can be reasonably expected that of the 293 housing units listed above in the Census figures as "Others" are seasonal units. Their number would naturally be greater in the surrounding rural areas. The seasonal house in town presents little problem because it must meet the same standards as other houses. However, those in the surrounding area unless controlled by private restric-





tions have no code regulations to guide their construction. The town's enforcement of the subdivision and zoning ordinance in the one-mile area will tend to correct this. These ordinances would in no way regulate the structural qualities of buildings.

#### Unmet Market

There is a segment of the housing market in Waynesville which is not being met today. In the future, this market will grow unless corrective action is taken. Both public and private efforts to correct the deficiency are needed. The area of the market not being met lies in low cost housing and high density residential development.

Low Cost Housing The ability of the individual to provide safe, sanitary, and adequate housing is a function of the town's economy. With 28.7% of the population living in near poverty conditions and certainly 18.4% living in poverty conditions, a sizable portion of the population has less than adequate housing. From Census data, there are 11.6% of the housing units in the Town of Waynesville alone that are dilapidated or deteriorating and lacking some plumbing facilities. These inadequate housing units are in use because their occupants are unable financially to provide themselves with better shelter.

High Density Residential Development High density residential development would include row houses, apartments, and mobile home parks. Until recently, there had been no activity in this type of development in Waynesville for many years. In the very near future, the demand for this development will sharply increase. There are two basic groups of persons who will seek this type of living accommodations. First are the young married couples who neither can afford nor need a house. If the economy expands at such a rate that outmigration of





young adults is stemmed, the need will be quite apparent. If the economy expands even greater to attract people to the town, the problem will be compounded.

The second group seeking these accommodations are the older persons who no longer need the space offered by a house. A sizable portion of this group would be retired persons. The entire Western North Carolina region has much to offer as a retirement home. People moving into Waynesville to retire will swell the growing number of older persons already here. These two groups, the young adults and the people of retirement age, will primarily seek the compact living offered by row houses, apartments and mobile homes.

### Substandard Housing

Everyone in Town has an interest in removing substandard housing from Waynesville. Slums are expensive to remove, but they are even more expensive to maintain. Actual occurrence and risk of fire is greater in slums. Slums require additional police attention. Health hazards are perpetuated in slums. Slums contribute little to the property tax rolls of the Town. The general welfare of the community is in danger because slum conditions tend to grow. The Town cannot afford substandard housing; it must be removed.

### Remedies

Efforts of both public agencies and private individuals will be needed to remedy the housing problems of Waynesville. In some cases the remedy is simple. In others, the prevention of the problem would have been far easier than the cure. In all cases, Waynesville will be a better town once the problems are solved. Solution to these problems are many and varied. No pretense is made that these set forth here are the only answers to housing problems. Research is going on in all parts of the nation to help solve these and other problems of housing.





As newer techniques are available, they may well justify a different approach to the solution.

### Seasonal Units

With the extension of subdivision control and zoning into the one-mile jurisdiction surrounding the Town, the problem concerning seasonal housing is under attack. These regulations are not designed to stop this type of development but rather to raise its standards. There is a sizable area for private action in this problem also. Developers can become more cognizant of the problem and assume the burden of increasing the structural standards. Private interests working with the Planning Board could easily produce large scale seasonal housing developments around Waynesville which would become a real credit to the Town. Thus in the future, seasonal housing could become a point of civic pride rather than a civic sore.

### Unmet Market

In meeting the full housing market, there is also both public and private responsibility. Part of the public responsibility has been met by the Town's recognition of this need and providing in the plan for future development an area for high density development. Further action is needed to zone these areas to encourage this type housing. Further, it may be necessary to adjust construction codes, not to reduce standards but to account for recent progress in the field of building construction. In some cases, attractive, imaginative, and beneficial housing has been prevented because of outdated regulations. Changes in codes may be necessary not only at the local level but at the state level as well.

Private interests will rise to meet this market as the need occurs primarily because of the profit motive. However,





they must realize that what they construct today will be the town of tomorrow. It is on their shoulders that rest the responsibility of developing an attractive as well as a sound and efficient Waynesville for future generations.

### Substandard Housing

Slum housing conditions exist in Waynesville because people cannot afford better housing conditions. Who would prefer to live in a dilapidated house if he could afford a choice? General increases in the economy producing higher wages will do much to reduce this problem. Another item which will help reduce the problem is the reduced cost of construction mentioned above. Even at best, only a portion of those living in substandard houses could be served in this way. After depth study, consideration should be given to the establishment by the Town of government assisted housing units. Such housing is usually referred to as low rent public housing. The Town could carry the entire financial burden or if it wished, help could be acquired from the federal government.





## PUTTING THE PLAN TO WORK - A CONTINUING PLANNING PROGRAM

The generalized plan for the future development of Waynesville is complete. The plan now can be filed in Town Hall and can be written off in the history of Waynesville as an academic exercise or the plan can be given life by the joint effort of the Town Board, the Planning Board and the citizens of Waynesville. To put the plan to work will require cooperation and work such as has never been seen in Waynesville before. The Town Board had committed themselves to long range comprehensive planning by appointing the Planning Board and commissioning them to conduct the studies necessary to aid in producing a well organized, more efficient and attractive town. In the development of policy by which the town government operates, they will give careful consideration to principles set forth in this and subsequent plans.

The private action involved in the proper execution of planning is extremely important. Everyone must come to the full realization that the way Waynesville develops over the next twenty years is up to them. Private action must reflect this thinking by considering community welfare when making individual decisions.

The Planning Board is cognizant that their program must be continuing in order to be effective. The following is a suggested program for planning of a continuous nature for the Town of Waynesville.

1. Community Facilities Plan. This consists of a detailed analysis of the governmental services and facilities available to the people of Waynesville. In this study, programs are set forth for correcting deficiencies in the various facilities as well as the extension of necessary facilities to serve the people for the next twenty years. This report by the Planning Board has recently been completed and will be





published for distribution very soon.

2. Zoning Ordinance Revision. The need for this revision is discussed in the Forward to this report. The zoning ordinance revision is currently underway and is expected to be completed by the end of this year.

3. Central Commercial Core Plan. This report is prepared based upon an analysis and evaluation of the land uses, building masses, structural conditions, vacant land and the general circulation of traffic and pedestrians in the central commercial core. One of the first steps will be the accurate delineation of the central commercial area, its primary core and its fringe area. The economic factors affecting its development will also be analyzed, and the trade area will be defined. Interviews will be made to determine where, why and how often customers purchase different kinds of goods and services. The interviews will also measure customer reaction to the central commercial core. A preliminary design plan will be prepared for this area of town taking into consideration the growth potential for the next twenty years. It will contain recommendations for the most efficient movement of traffic, best location for off-street parking areas, most convenient service circulation system, pedestrian ways, landscaped areas, and other special land uses for Waynesville.

4. Public Improvements and Capital Budgeting. An important part of the planning process is the development of guidelines within which public and private development may occur in a way best designed to bring about a desirable future for Waynesville. One of the principal tools for guiding public development, where that development involves the expenditure of money for the acquisition of public properties and facilities, is a sound budgetary program and the programming of expenditures for public improvements. Such a program should contain the





projected improvements of the various governmental departments with scheduling and costs in order to provide a basis on which those responsible may make decisions regarding the future of the Waynesville Area.

5. Comprehensive Annexation Report. This entails a study of urban or urbanizing areas outside of and in proximity to the corporate boundaries of Waynesville, the feasibility and desirability of annexation. The study includes analyses of assessed valuation, probable tax return, estimated costs of providing services, existing land use, probable future development, and other factors which must be considered in developing annexation policies.

6. Neighborhood Analysis. The major objective of a neighborhood analysis is to analyze in detail, the problems of existing development, and its effect upon the Waynesville Area in general. Policies and programs of action are made to save and conserve areas of good quality, to rehabilitate areas which have begun to deteriorate and to redevelop areas which are in a state of advanced deterioration and dilapidation. The Neighborhood Analysis investigates the extent, nature and cause of blight on a neighborhood by neighborhood basis throughout the Waynesville Area. It will be a basic step in planning a program of neighborhood improvements through code enforcement, rehabilitation and conservation, urban renewal, and other actions necessary to improve or stabilize residential areas.

In addition to these regular planning studies, there would be added any special studies, such as a review of the Town's taxation system, a comprehensive community appearance program, or a capability study of industrial sites, that the Planning and Town Boards feel necessary. Current planning work will continue throughout the entire planning period. The bulk of current planning will be the review of zoning problems and subdivision plats, the coping with day-to-day problems as they arise, and review and updating of previously prepared plans.





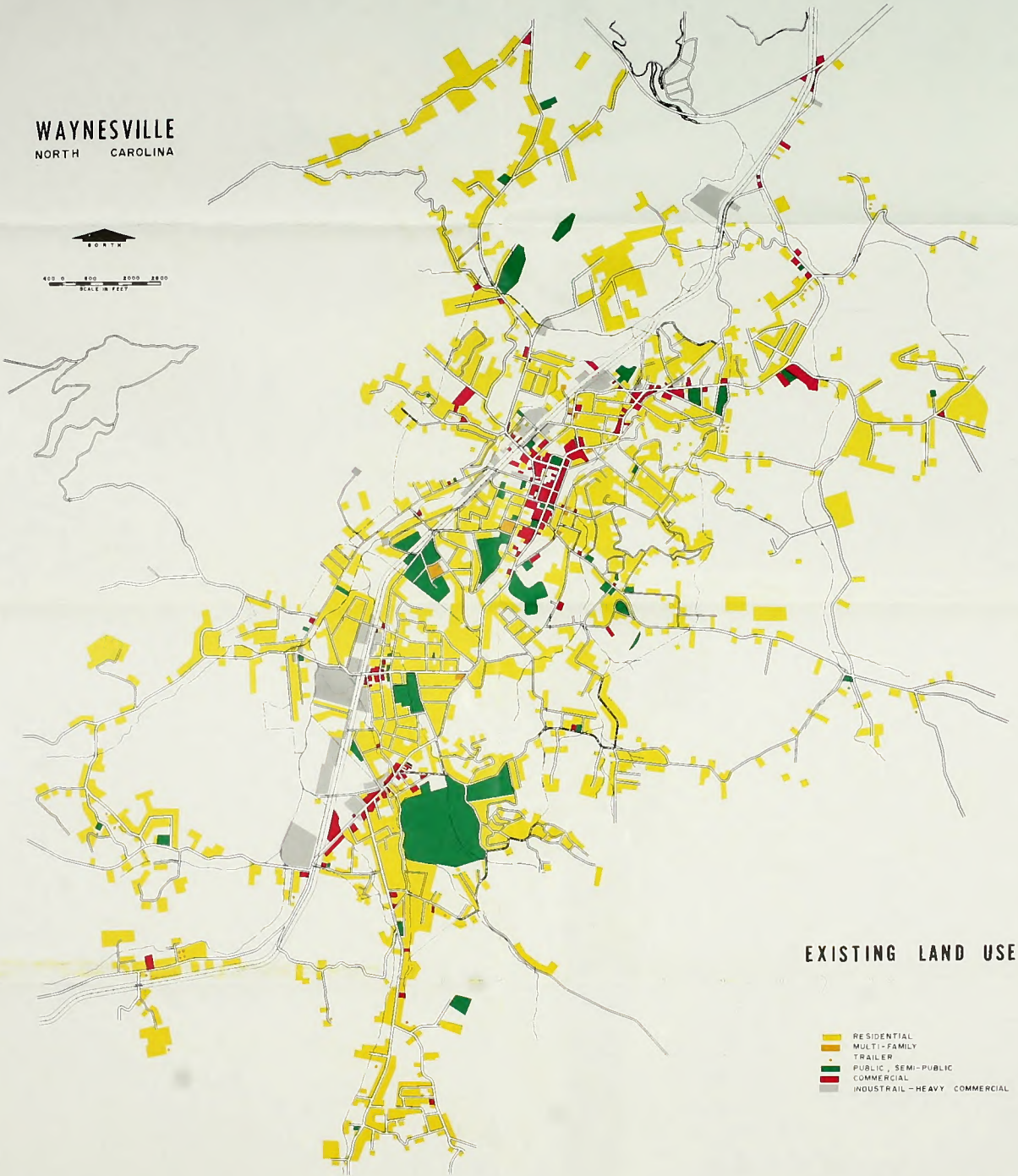
## Continuing Planning Program

Study	1964			1965			1966			1967			1968		
	June	Dec.	Jan.	June	July	Dec.	Jan.	June	July	Dec.	Jan.	June	July	Dec.	
Zoning Ord. Revision	[-----]														
Central Com- mercial Core				[-----]											
Pub. Improve- ments & Cap. Budgeting							[-----]								
Comp. Annexa- tion Study										[-----]					
Neighborhood Analysis													[-----]		
Special Studies	[-----]														
Current Planning	[-----]														

WAYNESVILLE  
NORTH CAROLINA



400 0 400 800 1200  
SCALE IN FEET



EXISTING LAND USE

- RESIDENTIAL
- MULTI-FAMILY
- TRAILER
- PUBLIC, SEMI-PUBLIC
- COMMERCIAL
- INDUSTRIAL - HEAVY COMMERCIAL



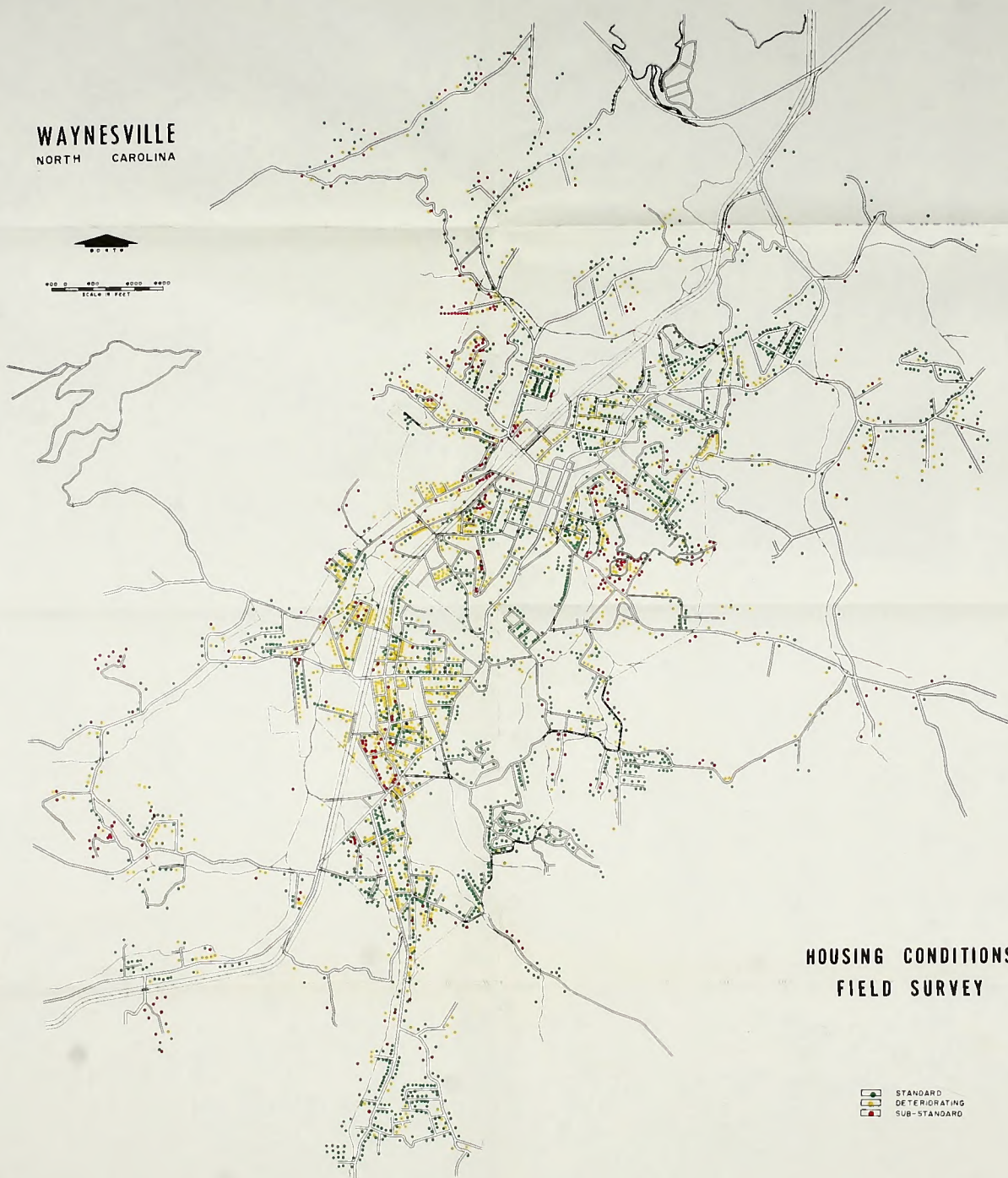
WAYNESVILLE  
NORTH CAROLINA



0 400 800 1200  
SCALE IN FEET

HOUSING CONDITIONS  
FIELD SURVEY

STANDARD  
DETERIORATING  
SUB-STANDARD



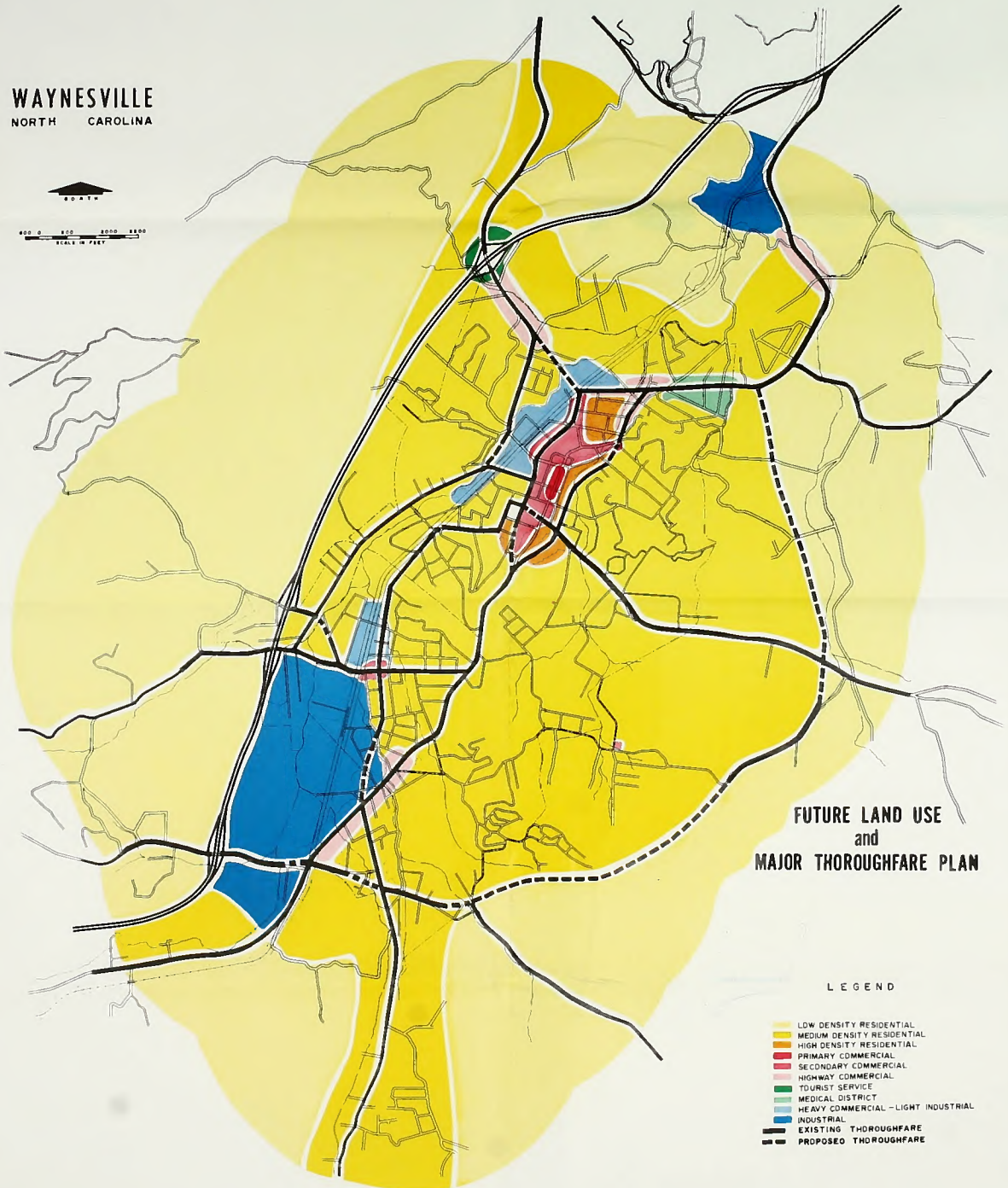




**WAYNESVILLE**  
NORTH CAROLINA



0 500 1000 1500 2000 2500  
SCALE IN FEET



**FUTURE LAND USE  
and  
MAJOR THOROUGHFARE PLAN**

**LEGEND**

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- PRIMARY COMMERCIAL
- SECONDARY COMMERCIAL
- HIWAY COMMERCIAL
- TOURIST SERVICE
- MEDICAL DISTRICT
- HEAVY COMMERCIAL - LIGHT INDUSTRIAL
- INDUSTRIAL
- EXISTING THOROUGHFARE
- PROPOSED THOROUGHFARE

**MAJOR THOROUGHFARE PLAN**

ADOPTED BY TOWN BOARD NOVEMBER 11, 1964

ADOPTED BY NORTH CAROLINA HIGHWAY COMMISSION FEBRUARY 4, 1965









